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ABSTRACT

The 1976 annual report of the National Advisory Council on Adult Education (NACAE) summarizes council activities and recommendations on problems in the following areas: (1) parent/early childhood education, (2) program/administrative review, (3) adult education clearinghouse, and (4) State advisory councils. Recommendations for the reorganization of the Department of Health, Education and Welfare and the implementation of adult high school completion programs are discussed, followed by brief reviews of the Council's achievements and basic concerns. The document concludes with a call for dialogue on some basic questions in the development of adult education programs. Excerpts from the Adult Education Act related to the NACAE are included. A list of presidential appointees, the working structure of the council, and meeting activities for 1976 are also included. (EC)

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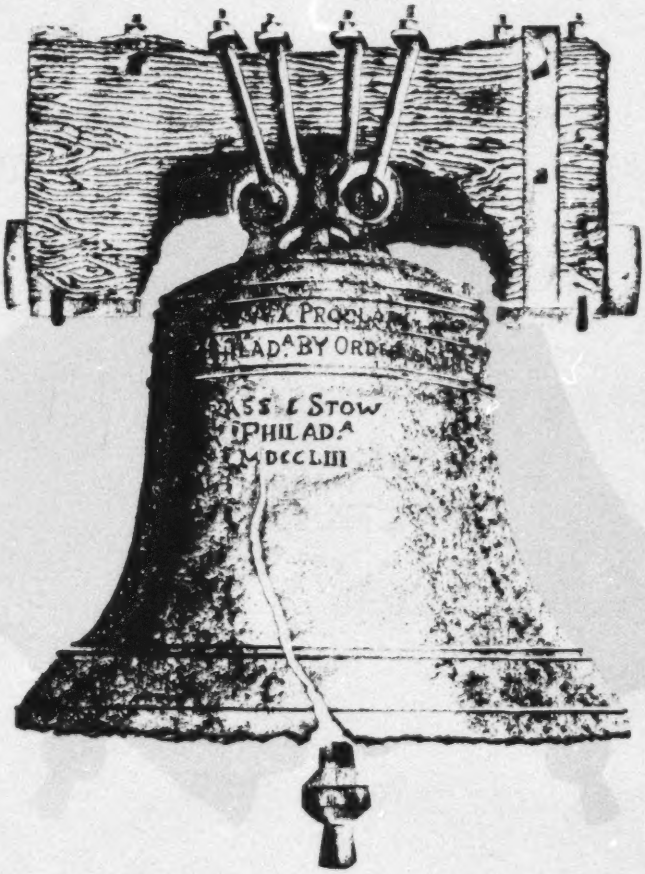
1976 NAACAE ANNUAL REPORT



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AMERICAN REVOLUTION BICENTENNIAL 1776-1976

NATIONAL ADVISORY COUNCIL on ADULT EDUCATION
425 13th STREET, N.W. PENNSYLVANIA BLDG. SUITE 323
WASHINGTON, D.C. 20004

"Adult Education Act"

Enacted November 3, 1966, Public Law 89–750, Title III; amended April 13, 1970, Public Law 91–230, Title III; and Public Law 93–380.

The Council shall make annual reports to the President of its findings and recommendations (including recommendations for changes in this title and other Federal laws relating to adult education activities and services). The President shall transmit each such report to Congress together with his comments and recommendations.

This report is published under provisions of the Adult Education Act.

National Advisory Council on Adult Education, 1976
Library of Congress Catalog Card Number 72–77178

EXCERPTS FROM THE 1975 AMERICAN EDUCATION WEEK PROCLAMATION

Our schools are no better than we make them. They can offer an opportunity for expanded technical knowledge and cultural enrichment through continued education. They can become a center for community involvement.

What adults continue to learn through adult education and community educational opportunities will affect our own future—and our Nation's future.

It is particularly appropriate, therefore, as we celebrate our 200 years of history, to emphasize the importance of American education in the lives of every American.

I urge everyone, either informally or in the classroom setting, to take advantage of the growing opportunities for adult education.

I urge every American to recommit himself to the process of continuing education.

Gerald R. Ford

NATIONAL ADVISORY COUNCIL on ADULT EDUCATION

March 30, 1976

Dear Mr. President:

It is with great pleasure that I submit to you the Annual Report of the National Advisory Council on Adult Education as required by the Adult Education Act.

The report reviews the Council's activities, adult education concerns, and recommendations.

In response to its legislative mandate, the Council has previously undertaken annual reviews of the Federal role in adult education. This year the Council has initiated a review of the administration and effectiveness of programs under the Adult Education Act.

The recommendations contained in this report are the result of field program visitations and dialogue with practitioners of adult education.

The Council would welcome an opportunity to discuss with you the thrusts for current and future adult learning opportunities.

Respectfully submitted,

Brent H. Gubler

Brent H. Gubler
Chairman

The President
The White House
Washington, D.C.

425 13th STREET, N.W. PENNSYLVANIA BLDG. SUITE 323 WASHINGTON, D.C. 20004 (202) 376-8892

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INTRODUCTION

1975-1976

Millions of mature adults are flocking back to school in a quest for more knowledge about almost everything. The education literature and statistics bear out the fact that the big surge in education is education for adults. No longer are educational planners and futurists stating that adult education is the wave of the future. All agree it is current reality.

By the midpoint of the present decade, the full impact of the 1970 census figures, and what those figures assisted the education community to project, began to influence educational planners. The Council's 1975 Annual Report on *A Target Population in Adult Education* was widely used by planners. The report contained state-by-state demographic information and evidence of the education, work, and economic needs of a large proportion of the American population requiring special assistance in a continued Federal-state-local partnership.

During the year, the attention of the Council focused on rules, regulations, and guidelines for those program sections of the Education Amendments having components providing service to the target population. In addition, working through its standing committee structure, the Council implemented the following activities:

- The Council developed an evaluation design to carry out a national evaluation of program and administrative effectiveness of all programs funded under the Adult Education Act. This is a continuing fulfillment of a Congressional mandate
- A position paper on a National Adult Education Clearinghouse
- A position paper on "The Roles and Responsibilities of Adult Education Within Parent/Early Childhood Education"
- Legislation supporting adult education. activities for Indochinese refugees
- A survey of the status of state adult education advisory councils
- Compiled an historical summary of the Adult Education Act
- Changed the focus of the Presidential Proclamation for American Education Week from "Child-centered" to one which included adult education

1976-1977

Fiscal year 1978 will bring to a close twelve years of Federally-funded adult education programs and projects. The Education Amendments of 1974 extended the provisions of the Adult Education Act through fiscal year 1978.

During fiscal year 1977, the Council will focus on the study of the present conditions of adult learning to provide guidance for future policy. In order to fulfill another part of its legislative mandate, the Council will focus on Phases II and III of its national evaluation effort—the collection and analysis of data which will enable the Council to make recommendations to the President with regard to future adult education legislation.

COUNCIL ACTIVITIES AND RECOMMENDATIONS

Parent/Early Childhood Education

THE PROBLEM

The White House Conference on Children and Youth served to alert American educators and, indeed, the American public to the problems facing the American family unit as the first educational delivery system for the child:

> In today's world, parents too often find themselves at the mercy of a society which imposes pressures and priorities that allow neither time nor place for meaningful activities involving children and adults, which downgrades the role of parents and the functions of parenthood, and which prevents the parent from doing the things he wants to do as guide, friend, and companion to his children . . . the actual patterns of life in America today are such that children and families all too often come last . . . we are experiencing a breakdown in the process of making human beings human . . . by setting our priorities elsewhere, by claiming one set of values while pursuing another, we leave our children bereft of standards and support, and our own lives impoverished and corrupted.

This is a turbulent era of experimentation and change for the American family. Marriage bonds are loosening under the strains of broad social and economic shifts in the nation at large—among them the quest of women for equality in the home and fulfillment in outside careers. Divorce rates, already the highest in the world, continue to rise, even among older Americans. As households change or break up, children are increasingly under the care of a single parent, a working mother, a day nursery—or the television set; and, in a growing shift from the past, more than 450,000 youngsters are living with their divorced or separated fathers.

Today's problems facing families of all types, and those families with young children in particular, threaten the very fabric of American life. The impact of these problems can be glimpsed in increasingly ominous statistics:

- At least 1 million young Americans, most of them middle class, run away from home each year.
- Suicide is the second-leading cause of death for young Americans between the ages of 15 and 24.
- By age 17, one out of 10 American women—married and unmarried—is a mother, despite the widening availability of birth-control measures.
- One out of 9 youths ends up in juvenile court by age 18.
- Approximately 10% of all school-aged children have moderate to severe mental and emotional troubles.

Although the family has been able to survive in spite of the frantic turbulence of the times, statistics indicate such survival may be short-lived. Carefully coordinated assistance and support of the neighborhood and the world of work, from social and political institutions at the local, state and national levels is essential. It must increasingly become the role and responsibility of the adult educator to coordinate and assist in providing services which are necessary if families and surrogate families

are to survive—and possibly reach their maximum quality of life.

ACTION TAKEN

Parent/early childhood education is a new role for the adult educator. There is, therefore, a need to explore and define the roles and responsibilities of adult educators within parent/early childhood education. As this concept is currently evolving, the adult education profession must be involved in this critically needed national effort to increase the quality of the American family unit's life. Assistance and information must be provided to the U.S. Commissioner of Education as he sets policy with regard to parent/early childhood education. The National Advisory Council on Adult Education therefore undertook in 1975 the development of a position paper on *The Roles and Responsibilities of Adult Education Within Parent/Early Childhood Education.*

January 25, 1975, Council minutes: Motion #6, page 21.

> In support of Commissioner Bell's community/home/school-based parent/childhood education program, the Council recommends that the U.S. Commissioner of Education recognize and support adult education in its parent/family/home educational responsibility role by allocating an equitable proportion of the earmarked funds for parent/childhood education for adult innovative and demonstration projects.

An Interim Position Paper was developed by the Council for presentation at the National Conference on Parent/Early Childhood Education held in Denver, Colorado. Participant response to the Interim Paper at the conference and reaction from other interested persons provided adequate information to facilitate the development of a final paper.

On May 13, 1975, the Commissioner of Education communicated with the Council:

> I am very pleased that the Council has seized the initiative in identifying the roles and responsibilities of adult education in relation to this effort. [I have been told] of the excellent responses provided the Council through the workshop sessions at the Denver conference.

On August 15, 1975, the Council presented to the U.S. Commissioner of Education, Dr. T. H. Bell, the paper on "The Roles and Responsibilities of Adult Education Within Parent/Early Childhood Education" and requested that funding levels be increased to support all activities in this critical area of American education.

FINDINGS OF THE STUDY

- Adult educators have an irrevocable and urgent responsibility to assist parents, surrogate parents, and parents-to-be in increasing their understanding of child development. Child development and family welfare are inextricably related to the successful survival of the family unit. Adult educators are urged to recognize the necessity for the development and implementation of educational programs in the area of parent/early childhood education.

- Adult educators have experience in working with community-based needs assessments, planning groups, and advisory councils. They must diagnose with the total family unit specific learning needs, develop plans to meet these needs, and identify the community-wide resources to carry out the plans.

- No single agency or discipline alone can meet the needs of the American family unit. Adult educators must coordinate with other agencies and institutions. They must assist schools in building on existing programs. Adult educators must, in concert with all possible institutions, be part of a team that effectuates a coordinated

approach to the solving of human problems.

- Industries, business and government offices should examine present organizational policies and practices affecting family life. Adult educators can provide the educational programs which will assist business and industry decision-makers to fully understand the needs of the American family.
- Parenting never ends and adult educators can and must contribute their unique expertise to the total effort of enhancing the American family unit life *throughout life*. In developing the educational potential of parents, adult educators can increase parental understanding and knowledge of children's social, emotional and physical growth as well as their mental development.
- The United States has more voluntary and professional organizations and associations per person than any other country in the world. One of the hallmarks of these organizations is their provision of various kinds of adult education. Adult educators are in a unique position within these organizations to assist in developing the resource pool for parent/early childhood education.
- As roles and responsibilities within parent/early childhood education move into clearer focus, it is conceivable that a new professional specialization will emerge in adult education. Such a specialized roll might be that of the family life or family education specialist, somewhat like the child development specialist. The National Advisory Council on Adult Education suggests the possible development of Family Education Specialists programs in college departments of adult education and in cooperation with currently existing programs in college departments of home economics. The Council urges, at the college level, a minimum of one course in early childhood development and/or parenting education for all prospective adult educators.
- Adult educators must accept the legal and social responsibility for assisting parents, parents-to-be and family units in understanding the growth, development, and learning patterns of young children within the family unit. Adult educators must assume a responsibility for educating local, state and national leaders to the needs of and for parent/early childhood education.
- The ability of adult educators to work with non-formal agencies in non-traditional settings is emphasized, because parent-school personnel relationships are too frequently mutually threatening, often assuming adversary status. The adult educator must assist the early childhood education specialist to function comfortably and effectively in parent-oriented environments.
- Adult educators should seek out alternatives and options available for responding to the changes, forces, and factors that preserve the essence of family living in rural areas. Community-Based Family Resource-Delivery Systems must be built in rural communities for rural family-unit support.
- It is imperative that adult educators take responsibilities to initiate, facilitate, or coordinate the activities needed to help parents or surrogate parents enrich their own lives as well as the lives of their children. It is imperative that adult educators assume responsibility for seeking the institutional changes which will place less need for parental/family unit adaption to these institutions.

Recommendation

The Council recommends the immediate support of parent/early childhood education activities at the national, state and local levels. Such support must include the passage of legislation directed at funding parenthood education and neighborhood-based resource delivery systems. These systems will identify and deliver information to parents and parent-surrogates concerning the developmental aspects of the very young child. This must be accomplished by adult educators and early childhood educators in cooperation with other community agencies.

Council Position Paper: The National Advisory Council on Adult Education, "The Roles and Responsibilities of Adult Education Within Parent/Early Childhood Education" (October,1975).

Program/Administrative Review

THE PROBLEM

P.L. 91-230 (as amended) requires the National Advisory Council on Adult Education to evaluate the administration and program effectiveness of Federally-funded adult education programs:

> The Council shall review the administration and effectiveness of programs under this title . . . and make reports to the President of its findings and recommendations (including recommendations for changes in this title and other federal laws relating to adult education activities and services) . . .

Numerous evaluative studies of adult education have been undertaken; however, these assessments, whether viewed individually or collectively, are limited in scope and/or methodology, and do not fulfill the specific congressional mandate of the Council to review programs funded under the Federal Adult Education Act. There is little objective data available to assist the President, the administration, and Congress in making policy decisions regarding new adult education legislation, desirable funding levels, and appropriate administrative structures to effectively and efficiently respond to the needs of the adult learner.

ACTION TAKEN

In response to the specific Congressional mandate, and in order to provide the President and the Congress with answers to policy questions concerning the most appropriate goals, objectives, funding levels, and appropriate administrative patterns for Federal involvement in adult education, the Council developed a three-phase plan for an evaluation which will:

- Describe the impact (outcomes) of Federal Adult Education Act programs.
- Compare the outcomes with legislative, administrative, and participant objectives.
- Assess the effectiveness of the administrative structures and strategies utilized at various levels of public sector adult education.

The three phases to be implemented between June, 1975, and January, 1978, are described as follows:

Phase I—June, 1975 – June, 1976
The research, development, and production of an evaluation design. At the conclusion of this period (June, 1976), an evaluation design will be ready for implementation and will include a description and rationale for each of the following:

- Specific instruments to be used.
- Recommendations for sampling.
- Procedures for data collection.
- Job roles of personnel to be used and suggested educational and experiential requirements.

Phase II—July, 1976 – August, 1977
Implementation of the evaluation design including:

- Determination of specific sample to be included in the full evaluation.
- Production of instruments necessary for data collection.
- Data collection.

Phase III—September, 1977 – January, 1978
Analysis and synthesis of data; reporting of findings and recommendations.

On June 25, 1975, the design process (Phase I) was initiated. During the fall and winter of 1975, a content analysis of all documents related to the adult education legislation as well as an analysis of the professional literature related to student expectations was completed. This established the variables for the study: the expectations of Congress and the expectations of the population to be served by the legislation. (A by-product of this research was the development of a legislative history, *The Adult Education Act, 1964–1974: An Historical Perspective.*)

The study design and variables were reviewed by students, teachers, administrators, state directors of adult education, university professors, and prominent researchers in related social science disciplines. In addition, Congressional aides reviewed the expectations to insure, to the maximum extent possible, that all of the intentions of Congress would be included in the evaluation.

In early 1976, a sampling design and written rationale were developed as well as analytic techniques (instrumentation) and, in 1976, the evaluation design was completed.

Recommendation

The Council recommends that funds be made immediately available to implement Phases II and III of the Council's evaluation effort in order to carry out the congressional mandate and provide the President and the Congress with data necessary to make policy decisions regarding adult education legislation.

Council Report: The National Advisory Council on Adult Education, "The Adult Education Act, 1964–1974: An Historical Perspective" (1976).

Adult Education Clearinghouse

THE PROBLEM

With the passage of the Education Amendments of 1974 (P.L. 93–380), the authorization for a clearinghouse on adult education was established. Section 309A of the Adult Education Act states:

> The Commissioner shall establish and operate a clearinghouse on adult education, which shall collect and disseminate to the public information pertaining to the education of adults and adult education programs, together with ways of coordinating adult education programs with manpower and other education programs. The Commissioner is authorized to enter into contracts with public agencies or private organizations to operate the clearinghouse established or designated under this section.

The Congressional conference reports and dialogue related to this section of the 1974 Education Amendments gave little specificity to functions, objectives or operational procedures for the establishment of such an adult education clearinghouse. Neither did the subsequent U.S. Office of Education Rules and Regulations reflect on the clearinghouse other than a citation of the law. The Federal Guidelines relative to the Adult Education Act did not address the clearinghouse.

Adult education is the fastest growing level of instruction today. The field of adult education has experienced a massive influx of clients, an explosion of diverse programs and practices and a growth of knowledge over the past ten years unequaled in the history of American education. Enrollment in public adult education is leaping upward at close to eleven per cent a year, compared with a growth rate of less than two per cent for elementary and secondary schools. Approximately forty million Americans undertook some form of adult education in 1974—one in every four. The affluence of our society, added leisure time, the population inflow to cities where educational resources are readily available, the do-it-yourself trend, the pace of technological change, and the general rise of the educational level of the population all contributed to this growth. Adult education programs are directed by public or private school systems, colleges, community groups, recreation departments, through correspondence courses, tutors, and employers, with the biggest participation being through the various state and local school systems.

Information based on research in adult education has doubled and doubled again. As greater sensitivity to adult learning needs has developed, more varied disciplines have contributed to the already diverse knowledge base. Now the need for a centralized information clearinghouse impacts critically and daily on adult educators across the nation.

The National Advisory Council on Adult Education addressed a two-fold problem on the passage of the Adult Education Amendments. The law authorized the establishment of a clearinghouse on adult education by the Commissioner of Education to meet a critical national need, but Congress did not specify further its form or function. In addition, an increasingly urgent need is emerging in the field of adult education for a national clearinghouse to serve all dimensions of this very diverse and fragmented field—from adult basic education to college-based extension and continuing education to other formal, and informal educational processes engaged in by adults.

ACTION TAKEN

In response to national interest in the clearinghouse concept from adult educators, the

National Advisory Council on Adult Education contacted the U.S. Commissioner of Education in December, 1974, and stated:

> . . . As an advisory council, we are prepared to assist in the developmental plans and guidelines for implementing the adult education clearinghouse. . . .

On December 20, 1974, the Commissioner of Education, Dr. T. H. Bell, replied:

> No decision on the administrative structure of the mandated clearinghouse has been reached. This can only be made after planning has progressed. . . . I welcome the Council's participation and assistance in planning this important new authority for adult education.

A consultant was retained to assist the Council in immediately preparing a preliminary report for the January 4, 1975, meeting. The consultant was directed to examine the present operational structures of clearinghouse systems and their funding patterns. An examination of the present Educational Resources Information Center (ERIC) clearinghouse in career education was made, which included the adult education unit, in order to report on that system's ready access to educational literature. An inventory was completed of alternative models, a specification of needs and priorities developed, and strategies for clearinghouse development defined.

In January, 1975, the consultant presented to the NACAE a paper titled: *National Clearinghouse on Adult Education: An Overview of Possibilities and Problems.* During the spring and early summer of 1975, the Council's Research and Studies Committee met with representatives of the U.S. Office of Education to refine and clarify the Council's responses to the January 24 paper giving specificity to the operations, objectives, and financial and administrative structure of an adult education clearinghouse. On August 15, the Council's Chairman and Vice Chairman met with the Commissioner to present the first draft of the position paper specifying a national clearinghouse on adult education.

At the Council's October meeting in Salt Lake City, Utah, the position paper was refined and approved for transmission to the Commissioner in December, 1975.

Operational objectives of the Adult Education Clearinghouse (as stated in the NACAE position paper).

1. Public information.
2. Collecting information on national needs and trends when requested by the Commissioner of Education and providing that data and information to NACAE and other agencies and organizations which provide educational services to adults. These data and information should be related to program development, research and development, professional education, and information needs in adult education.
3. Identification, evaluation, development or repackaging, dissemination, and fostering the utilization of improved program practices and products.
4. Coordination and planning, information sharing, and development of leadership consensus on major professional issues.
5. Identification of existing information systems serving the professional field of adult education, manpower training, and other education programs. Analyze unmet informational needs and provide additional informational services needed. Informational referral and selective direct response to inquiries by professionals.

Recommendations

The Council recommends that the Adult Education Clearinghouse be organized and administered in Washington, D.C. by the U.S. Office of Education. The organizational structure of the Clearinghouse should be located outside the operating bureaus of the U.S. Office of Education, but its director should report directly to the U.S. Commissioner of Education.

The Council recommends that the Clearinghouse be responsible to an Advisory Board of twelve representatives of the Clearinghouse's constituent network. This Advisory Board should be appointed for staggered three-year terms by the U.S. Commissioner of Education.

The Council recommends that financial resources be made available to support the necessary functions of an Adult Education Clearinghouse at maximum operational levels, and that these resources be available immediately.

Council Position Paper: National Clearing House on Adult Education: A Position Paper for the U.S. Commissioner of Education (December 1975).

State Advisory Councils

THE PROBLEM

The use of advisory boards, committees, and councils—citizen advisory bodies—is a hallmark of adult education. Citizen advisory groups have existed for decades, although it has only been since the early 1950s that we have documented evidence of extensive use of committees and boards at the community level. Citizen involvement in committees, councils, and boards, which act in an advisory capacity to adult education programs, has become an integral part of the complicated democratic processes of our nation. Little is known of their function, their method of selecting citizen members, their actual relationship to and impact on programs. It is known that advisory boards exist and function in multiple patterns, yet that information alone is almost the sum of what is known about these bodies.

This information void, while possibly contributing to program proliferation and inadequate planning, was not in and of itself directly dysfunctional as far as the adult education practitioner was concerned. Boards and councils managed to operate in advisory capacities, albeit not as effectively as they might. It took the introduction of Section 310A of the Federal Adult Education Act (P.L. 91–230, as amended) to provide the impetus for further study. Section 310A provides that any state which participates in the federal adult education program may organize a state advisory council. The statute indicates that such a council shall be appointed by the Governor, or, when a state board is elected, may be named by that body.

The U.S. Office of Education has interpreted the broad language of the statute to say that federal funds expended on state councils

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must come from the five per cent of state grant funds allocated for administrative expenses.

The statute also requires that a state advisory council which receives assistance under this title must prepare and submit to the state educational agency and to the National Advisory Council on Adult Education an annual report of its recommendations. Because the mandate of the Council requires reports to the President with regard to changes in adult education legislation, the Council decided in early 1975 that it would be useful to know what states had adult education advisory councils and what actions these groups were taking as a first step toward filling the information vacuum.

ACTION TAKEN

The minutes of the National Advisory Council on Adult Education for March 15, 1975, indicate the following motion:

> In order to facilitate recommendations for legislative changes (amendments) to the Adult Education Act and to aid in the preparation of testimony, it is recommended that a national survey be conducted to determine the status of state adult education advisory councils.

Immediately a telephone and personal interview survey was conducted of U.S. Office of Education Regional Program Officers in each of the ten USOE regions and of the state director of adult education, or the director's staff persons, in fifty states and Puerto Rico. American Samoa, Guam, the Virgin Islands, and the Trust Territories of the Pacific were surveyed by mail.

FINDINGS OF THE STUDY

The study determined that twenty-six state advisory councils for adult education are now in existence, although two are not operational. Twenty-three states and territories indicated no council and no plans to establish one. Six states indicated that their councils are combined in some way with vocational, technical, or community education (Alaska, Kentucky, Nevada, Texas, West Virginia, and Wyoming). The study indicated:

- There are few "full service" state advisory councils.
- There is not in existence a state counterpart of the National Advisory Council on Adult Education. Only one state council plans to meet Federal criteria and use Federal funds.
- The state advisory council amendments and the resulting U.S. Office of Education regulations seem to be counter-productive.
- States want freedom to relate membership selection to what they perceive as special conditions.
- States find funding a council out of the five per cent administrative allotment to be impractical.
- Few states have immediate plans for a state council which meets U.S. Office of Education requirements.
- Several Directors suggested that additional funds could be taken from 309 funds for administration of state councils.
- There was little enthusiasm expressed for councils whose membership was mandated by the Federal government.
- There were some indications that there might be more state advisory councils under the Federal program if the requirement of appointment by a Governor or an elected state board were eliminated.
- A separate appropriation for optional councils was recommended.
- States strongly supported the National Advisory Council.
- The main thrust of most existing councils concerned program planning and ABE

operations. Lobbying and public relation activities were infrequent.

- More public and student representation is needed on councils.
- 1202 Commission Councils are rarely concerned with what state directors see as their adult learning responsibilities.
- Larger adult education concepts such as lifetime learning rarely come before most state adult education councils.
- Existing state councils are regarded by state directors as useful.

Recommendation

The Council recommends that the Congress amend Section 310A of the Adult Education Act to reflect the needs in the individual states to establish Adult Education Advisory Councils. It further recommends that Congress provide separate federal appropriations within the Adult Education Act authorization for State Adult Education Advisory Councils.

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Council Report: The National Advisory Council on Adult Education, "State Advisory Councils on Adult Education" (December, 1975).

COUNCIL CONCERNS AND RECOMMENDATIONS

Reorganization of the Department of Health, Education, and Welfare

America has become a "learning society." Education and development of this nation's human resources are of the highest priority at the state and local levels. Human resource development crosses and recrosses every citizen's life each day in myriad ways, and, true to the tradition of this country, the federal government has been inextricably involved.

It is unfortunate, therefore, at the federal level that education and human resource development continue to be dealt with in an organizational structure which places less than top priority on these areas. No other activity touches more people more frequently than education and human resource development, yet they continue to be housed in an organizational structure with welfare (which does not touch every American every day) and health (which, as a concern of every American, must also be considered along with education for Cabinet status). This nation must develop a national educational policy for every citizen and must lift educational planning, policy and programming to the highest organizational level, giving it Cabinet status.

With Education in a triangular competition with health and welfare (Department of Health, Education, and Welfare) for support and attention from Congress and the Executive Branch, those subareas within it are frequently given less than priority status. This is particularly true of adult education, the newest and fastest growing of the four American education "publics" (elementary, secondary, higher, and adult education). Although adult education is increasing at a rate five times greater than elementary and secondary, the field remains represented in the U.S. Office of Education by a Division of Adult Education rather than by a Deputy Commissioner for Adult Education. There is a Deputy Commissioner for School Systems, a Deputy Commissioner for Postsecondary Education, and a Deputy Commissioner for Indian Education. Until the U.S. Office of Education becomes the U.S. Department of Education with Cabinet status containing a Bureau of Adult Education with a Deputy Commissioner, the citizens of this land will not be served by their government in the most effective and efficient way to help them reach their potential as citizens and as human beings.

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Recommendations

The Council recommends that a single federal agency be established with Cabinet status having the responsibility for coordinating all educational programs for children and adults: the United States Department of Education.

The Council recommends that a Bureau of Adult Education be established within the Department of Education with responsibility for coordinating and administering all adult education programs.

Adult High School Completion

With the passage of the Education Amendments of 1974 (P.L. 93–380), the Adult Education Act requires each state agency receiving state grant funds to make available, not to exceed, twenty per centum of the state's allotment for programs of adult secondary education.

The Council's 1975 Annual Report and data provided from the U.S. Bureau of the Census indicated that 54⅓ million persons of laborforce age, not enrolled in school, had less than the completion of secondary education.

A year ago the Council contacted each Governor, the president of every state senate, each state Speaker of the House, chairpersons of the state senate and house education committees, chief state school officers and each state director of adult education requesting their attention to adult high school completion programs.

The Council encouraged state leadership toward the passage of a resolution which would provide or, in the case of several states, continue to provide an educational opportunity for all citizens.

The Council resolved that high school completion should be the minimum expectation for all members of our advanced and enlightened society. The Council indicated that age discrimination in education is unjustified and that a public awareness of the benefits derived from a secondary education at any age is much desired.

A Bicentennial Resolution, which could serve as a model for action by state officials, was developed and disseminated by the Council.

In essence, the resolution stated that each state would pledge to assess its high school completion programs as they relate to adults and to make every effort to provide all adult citizens with the opportunity of completing their secondary education.

The response to the Council's proposed resolution was overwhelming and resulted in the passage of new or continued state commitments to adult high school completion and adult education thrusts.

Recommendation

The Council recommends that the President and the Congress exercise increased leadership to provide functional competency-based educational opportunities for adults. This federal effort must be made in concert with the states.

The Council in Review

In concert with other organizations in the adult education community, the Council has been actively working to implement the recommendations made in previous reports:

- *Higher budget priority for adult education.* Authorizations for adult education have increased in each amendment to the Adult Education Act, moving from $40,000,000 in FY 1967 to $250,000,000 for FY 1978. The appropriations against the authorizations have increased from $3,100,000 to $71,500,000.

- *Advanced funding to facilitate better planning.* The 1974 amendments authorize funding through FY 1978.

- *Development of a comprehensive Adult Education Act.* The Act of 1966 has provided more learning opportunities for larger numbers of adults by expanding the population to be served to include young adults 16 to 18 years of age, the elderly, American Indians, institutionalized adults, and persons whose native language is not English. Amendments requiring cooperation and coordination of adult education programs with health, welfare, manpower, and other community agencies have increased the number and variety of the services, delivery systems, and curricular offerings available to the adult learner, including authorization for programs through completion of secondary school.

- *Advisory Councils.* The 1974 amendments authorize the establishment of state advisory councils to provide a greater range of input in planning and administering adult education programs.

- *Adult Education and the National Institute of Education.* NIE has provided increasingly greater amounts of funds for research in the field of adult education.

- *An improved system for gathering and disseminating information on the needs of adult learners, program staff, and resources available to meet these needs.* The 1974 amendments establish a clearinghouse on adult education.

Council Concerns

The National Advisory Council on Adult Education, in examining past recommendations which have received little or no attention, continues to voice concern:

- That there are important research issues that must be addressed to better understand how adults learn, the competencies needed by program staff to facilitate this learning, and the utilization processes for the delivery of services.

therefore,

the Council recommends that larger amounts of federal research funds made available to the HEW Assistant Secretary for Education be designated for scientific inquiry in the field of adult education.

- The present program funding levels are inadequate to identify, enroll, and retain adult learners having the greatest adult education need—those at the lowest functional levels, migrant workers, the handicapped, and the isolated.

therefore,

the Council recommends that additional funds be provided to determine with greater precision the program funding necessary to serve all adults in the target population.

- A review of census data indicates that handicapped adults in the United States have not achieved the educational competencies needed for economic success in today's society.

therefore,

the Council recommends that increased awareness and attention by the Congress and the Executive Branch be given to the educational needs of the handicapped adult to ensure opportunities for greater self-sufficiency and productivity.

- "Lifelong Learning" as a concept has come into focus on the American education scene. The Council is concerned that lifelong learning as a concept and the possible first priority for American education has not been fully examined by the total education community.

therefore,

the Council recommends that the depth and dimension of lifelong learning be thoroughly studied and defined before Congressional implementation.

National Needs Require National Response

Political party platforms represent the clearest statement regarding the beliefs, concerns, values, and needed directions upon which voters will make their decisions.

Not only is 1976 a significant anniversary year in the history of our nation, it is a year marked by elections and, in particular, the election of the President of the United States.

Major decisions are made in a national election year. It is, therefore, especially important that political parties lead our country in addressing vital national issues.

As the various political parties begin to formulate party platforms and specific planks for that important statement, the National Advisory Council on Adult Education expresses the concern of the adult learner and the educator that broader and better educational opportunities for adults become a major component of the respective platforms.

The American political process is perhaps the most important example of an adult education learning experience. It provides an opportunity for the voter to gain an understanding of the major issues of our time and for the seekers of public office to learn about the needs of their constituents.

An adult education priority, philosophy, and its program aspects must be the property of all political parties. Providing educational opportunities for adults is nonpartisan and must be addressed by all candidates.

Our nation's education system was built on the assumption that a free and enlightened electorate could be largely accomplished through education. It is our task as a nation to insure that America does as much to raise her standard of thinking as she has done to raise her standard of living. Adult education aims at providing skills for people to become better workers, better parents and homemakers, better users of leisure time, and providing programs which enable adults to make successful adjustments to aging, as well as providing basic competencies.

Resolution

The Council recommends that the President, Congress, every candidate for office, and each political party accept as a national goal—the goal of fullest educational opportunity for every American adult by pledging support to strengthen adult education programs.

A CALL TO DIALOGUE

The federal government funds more than fifty different programs for the education of adults who have completed less than twelve years of education, and spends several billion dollars a year in support of other programs for adult learners. Proposals for more programs and for higher funding levels increase each year.

There is an urgent need for this nation to take some moments from the tasks of doing, building, and growing to reflect upon what has been created. Two hundred years of extraordinary achievements in the field of education provide a rich panorama for study. The enormous variety and number of programs, clients served, funding patterns, curricular offerings and institutions providing services for adult learners adds even greater texture and complexity.

Adult education, like every other social institution in America, has responded to the forces of change by growing bigger: more programs, more staff, more classes, more variety, more people served. The demands made by growth have left little time and energy for contemplation or for articulation of a national policy. The consequences of unplanned and unquestioned growth were of little importance in a nation of abundant resources and boundless vigor. But as we enter our third century, our energy and resources have been thinned by the multitude of demands made upon them. We can no longer afford the human and financial wastefulness that results from duplication of effort and ill-conceived programming.

In response to its legislative mandate, the Council has undertaken annual reviews of the Federal role in adult education. Past reports have contained descriptive data about the target population, the students served, the programs funded and the personnel trained. Information about other Federal activities in support of adult education was also provided. Recommendations for improving program and administrative effectiveness were made. Backed by this five-year history of systematic examination of adult education activities, the Council is now prepared to share questions and issues which must be considered if a rational planning process is to occur.

Millions of American adults engage in formal learning experiences each year. Vocational, professional, social, recreational, family, economic, and religious goals are among the more common objectives sought by participants. Most adults who participate in educational activities perceive that there is a direct connection between the activity and goal achievement. This often is the case; but sometimes it is not. For the individual, an erroneous assumption results in disappointment, the loss of time and economic security.

The agencies and governments, businesses, labor unions and churches that provide adult educational services apply similar logic to their decision-making. They provide programs of adult education in the belief that there is a linkage between the educational activities and achievement of the goals of the institution, and that the educational response is more efficient, effective and otherwise more

desirable than any of the other possible alternatives.

Some institutions engage in systematic and on-going assessments to determine the continued validity of the education-goal connection, which may result in modifications of existing efforts, or in the development of new activities, or possibly in the complete abandonment of educational programs. Other institutions analyze the relevance of education to their goals only prior to initiating the program and forever rest on those findings.

Applying this kind of analysis to both the existing federal adult education program, and to any new programs proposed, would assist decision-makers in selecting appropriate future directions.

Gathering information about and reflecting upon questions such as the following would lessen the risk of errors that might carry very high social and financial costs:

- **WHAT ARE THE CONDITIONS THAT THE PROGRAM IS DESIGNED TO REMEDY?**

  WHAT VALUES UNDERLIE THE PERCEPTION THAT THERE IS A PROBLEM?

  The elimination of these conditions become the goals of the program; and the value statements can form the foundation for national policy.

- **WHAT EVIDENCE EXISTS THAT THESE CONDITIONS ARE WIDESPREAD?**

  ARE THERE SOME GROUPS OF PEOPLE OR GEOGRAPHICAL AREAS MORE GREATLY AFFECTED THAN OTHERS?

  Answers to these questions would provide information on the extent of the need and the kinds of programming required.

- **ARE THERE EXISTING REMEDIES FOR THESE CONDITIONS, PUBLIC OR PRIVATE?**

  WHY ARE THESE REMEDIES INADEQUATE OR INAPPROPRIATE?

  WHY SHOULD THE FEDERAL GOVERNMENT INTERVENE?

  The answers would yield information useful in avoiding duplication and in determining the most desirable administrative, funding, and programming formats.

- WHAT ARE ALL THE POSSIBLE RESPONSES TO THE PROBLEMS IDENTIFIED?

  WHAT EVIDENCE IS THERE THAT EACH OF THESE ALTERNATIVES WOULD REMEDY THE PROBLEM?

  WHAT WOULD BE THE COSTS INVOLVED IN IMPLEMENTING EACH OF THESE ALTERNATIVES?

  WHAT WOULD BE THE SOCIAL COSTS OF NOT IMPLEMENTING EACH OF THESE ALTERNATIVES?

These answers would provide the data upon which to select from alternatives. They would also permit the possibility of no response at all.

The Council Invites a Dialogue

THE COUNCIL CHARGE

An Act

The Adult Education Act

SHORT TITLE

Sec. 301. This title may be cited as the "Adult Education Act".

NATIONAL ADVISORY COUNCIL ON ADULT EDUCATION

Sec. 311. (a) The President shall appoint a National Advisory Council on Adult Education (hereinafter in this section referred to as the "Council").

(b) The Council shall consist of fifteen members who shall, to the extent possible, include persons knowledgeable in the field of adult education, State and local public school officials, and other persons having special knowledge and experience, or qualifications with respect to adult education, including education for persons of limited English-speaking ability in which instruction is given in English and, to the extent necessary to allow such persons to progress effectively through the adult education program, in the native language of such persons, and persons representative of the general public. The Council shall meet initially at the call of the Commissioner and elect from its number a chairman. The Council will thereafter meet at the call of the chairman, but not less often than twice a year. Subject to section 448(b) of the General Education Provisions Act, the Council shall continue to exist until July 1, 1978.

(c) The Council shall advise the Commissioner in the preparation of general regulations and with respect to policy matters arising in the administration of this title, including policies and procedures governing the approval of State plans under section 306 and policies to eliminate duplication, and to effectuate the coordination of programs under this title and other programs offering adult education activities and services.

(d) The Council shall review the administration and effectiveness of programs under this title, make recommendations with respect thereto, and make annual reports to the President of its findings and recommendations (including recommendations for changes in this title and other Federal laws relating to adult education activities and services). The President shall transmit each such report to the Congress together with his comments and recommendations. The Secretary of Health, Education, and Welfare shall coordinate the work of the Council with that of other related advisory councils.

Presidential Appointees

Archie L. Buffkins:

Assistant Dean for Graduate Studies, University of Maryland main campus at College Park and past Chancellor, University of Maryland, Eastern Shore. Specific interest in adult education relating to governmental policy study with reference to multiracialism.

Donald G. Butcher:

Dean, School of General Education, Ferris State College, Big Rapids, Michigan. Previously Coordinator of Adult Education and Community Service Programs, Michigan Department of Education, and Community School Director, Flint, Michigan.

Gertrude B. Calden:

Native Californian and Woodbury College graduate; businesswoman and lecturer. Served on the Advisory Committee on Adult Education to the Board of Governors of California Community Colleges; past president of the Community Council for Santa Barbara City College and its adult education advisory council

Alton C. Crews:

Superintendent, Charleston County Public Schools, Charleston, South Carolina. Member of Phi Delta Kappa, American Association of School Administrators and American Educational Research Association. Past president of the Alabama Education Association, 1967.

Mary A. Grefe:

President of the Des Moines Board of Education (2 terms), president of the Des Moines Adult Education Council and Chairperson of the State Advisory Council for Adult Education. Currently serves as Vice President of the American Association of University Women.

Brent H. Gubler:

Coordinator, Adult Education, Utah State Board of Education. Participation in Governor's Manpower Planning Council, service as board member, executive secretary and president of Utah Adult Education Association.

Reuben T. Guenthner:

Assistant State Director for Vocational Education, North Dakota, past State Supervisor of Manpower Development and Training. Responsible for special services and finance relating to vocational education.

Kyo R. Jhin:

Executive Director of the Top of Alabama Regional Education Agency (TARESA), Huntsville, Alabama. Responsible for one of 30 national Adult Education Demonstration Projects. Currently president of the National Association of Regional Education Agencies.

William R. Langner:

Graduate of the University of Virginia in Economics. Educational consultant and former president of the Langner Learning Center, Inc. Appointed to the Governor's Study Commission on Vocational Rehabilitation.

Marshall L. Lind:

Commissioner of Education, State of Alaska. Past Superintendent of Schools, Kodiak Island Borough School District. Administrative Assistant, Northwestern University.

Eugene L. Madeira:

Director, Adult Basic Education, School District of Lancaster, Pennsylvania. Founder of the Adult Enrichment Center; teacher of English as a second language, New Jersey Urban Learning Center. Organizer of GED Alumni Association of Lancaster.

Lois E. Marshall:

Dean of Community Services, Bergen Community College, Paramus, N.J. Recipient of Women of the Year Award, National Council of Jewish Women, Mid-Bergen Section, NAPCAE International Women's Year Award; and named to "Who's Who of American Women."

Charles P. Puksta:
Former Chairman, NACAE; Manager of Training, Jones & Lamson, Division Waterbury Farrel, Springfield, Vt.; Mayor, City of Claremont, N.H. Member, New Hampshire Advisory Council on Vocational Education, and Vermont Committee for Exemplary Vocational Programs.

Arthur L. Terrazas, Jr.
Instructor of Developmental Studies, Aims College, Greeley, Colorado. Active in community services as past president of Greeley Junior Chamber of Commerce. State Chairman of Colorado ABE Advisory Committee.

Judith N. Turnbull:
Executive Vice President, Publisher of Tuesday Publications, Inc., Chicago; Vice President of four corporations of Tuesday Publications, and corporate secretary of another. Chairperson of the Defense Advisory Committee on Women in the Services (DACOWITS).

THE WORKING STRUCTURE OF THE COUNCIL

Standing Committees, 1975-76

EXECUTIVE COMMITTEE

Mr. William R. Langner, *Chairperson*
Members: Mr. Charles P. Puksta
Mr. Reuben T. Guenthner
Mrs. Lois E. Marshall
Mrs. Mary A. Grefe
Dr. Brent H. Gubler (Ex Officio)

Responsibilities:

1. Oversee the fiscal activities of Council committees, the Council, and its office and personnel.
2. Review and present an itemized budget, in accordance with USOE fiscal policy, for the support of the Council needs and activities.
3. Present a financial statement of budget expenditures and item balances at each Council meeting.
4. Review and oversee Council expenditures and transfers in accordance with Council approval of budgetary items.
5. Make recommendations for contracts and services to be approved by the Council during the normal course of business.
6. Under exceptional circumstances, the Executive Committee may act in behalf of the Council on matters of policy and expenditures between Council meetings subject to ratification by the Council.
7. The Committee shall act at appropriate times in accordance with the above directives and under the policies established by the Advisory Council as a whole.

COMMITTEE ON GOVERNMENTAL RELATIONS AND LEGISLATION

Mr. Charles P. Puksta, *Chairperson*
Members: Dr. Archie L. Buffkins
Dr. Alton C. Crews

Responsibilities:

1. Establish and maintain rapport with executive and legislative branches of Federal and state governments and state education units.
2. Develop recommendations on Federal legislation.
3. Develop recommendations on rules, regulations, and guidelines relating to legislation and its implementation.
4. Develop testimony for use in Federal legislative hearings and USOE hearings (enabling legislation and appropriations).

5. Examine and prepare reactions to education legislation having implications for adult education.
6. The Committee shall act at appropriate times in accordance with the above directives and under the policies established by the Advisory Council as a whole.

COMMITTEE ON PROGRAM EFFECTIVENESS AND EVALUATION

Mr. Reuben T. Guenthner, *Chairperson*
Members: Dr. Donald G. Butcher
Mr. Arthur L. Terrazas, Jr.

Responsibilities:

1. Examine the efforts of the Council's 311 (d) Contractor (NAPCAE) on the Phase I project for the development, field consultation, and design of an evaluation of the administration and program effectiveness of activities funded under provisions of the Federal Adult Education Act and make reports to the Council on those efforts.
2. Determine next steps for the implementation of the Phase I design.
3. Provide data to the Council on ways and means of financing Phases II and III of 311 (d) scope of work.
4. The Committee shall act at appropriate times in accordance with the above directives and under the policies established by the Advisory Council as a whole.

COMMITTEE ON PROGRAM PLANNING AND DEVELOPMENT

Mrs. Lois E. Marshall, *Chairperson*
Members: Mr. Eugene L. Madeira
Dr. Kyo R. Jhin

Responsibilities:

1. Recommend to the Council ways of developing a national policy for adult education and broaden the Federal adult education concept beyond adult basic education (ABE).
   Develop a working description for adult education based on current national trends and practices.
2. Explore new thrusts for adult education through the Council including priorities on a broader base than adult basic education and select a few concentrated activities.
3. Act at appropriate times in accordance with the above directives and under the policies established by the Advisory Council.

COMMITTEE ON PUBLIC AND ORGANIZATIONAL RELATIONS

Mrs. Mary A. Grefe, *Chairperson*
Members: Mrs. Gertrude B. Calden
Mrs. Judith N. Turnbull
Dr. Marshall L. Lind

Responsibilities:

1. Establish and maintain rapport with local, state, and national organizations and associations concerned with the education and learning of adults.
2. Improve and build on the public perception and understanding of adult education.
3. Develop communication with business, industry and armed services to afford the Council an opportunity to understand their ongoing programs in adult education.
4. The Committee shall act at appropriate times in accordance with the above directives and under the policies established by the Advisory Council as a whole.

Ad Hoc Committees

1976 ANNUAL REPORT AD HOC COMMITTEE

Mr. Charles P. Puksta, *Chairperson*
Members: Mrs. Gertrude B. Calden
Mr. Reuben T. Guenthner
Mr. Eugene L. Madeira

ADULT EDUCATION LEGISLATIVE HISTORY AD HOC COMMITTEE

Members: Mr. Arthur L. Terrazas, Jr.
Dr. Donald G. Butcher

NEWSLETTER EDITORIAL AD HOC COMMITTEE

Mrs. Judith N. Turnbull, *Chairperson*
Members: Mrs. Mary A. Grefe
Dr. Kyo R. Jhin

Council Meeting Sites and Dates

Meeting Activities, 1975-76

September, Washington, D.C.	Orientation of New Members Special Project Thrusts
October, Salt Lake City, Utah	AEA/USA 25th Anniversary Conference U.S. Commissioner of Education
January, New Orleans, Louisiana	Public Hearings and Dialogue Adult Education Futures—State Overview
March, Los Angeles, California	Adult Education Futures Local Overview
May, Washington, D.C.	Legislation Cooperation/Coordination With Advisory Councils

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NATIONAL ADVISORY COUNCIL on ADULT EDUCATION

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